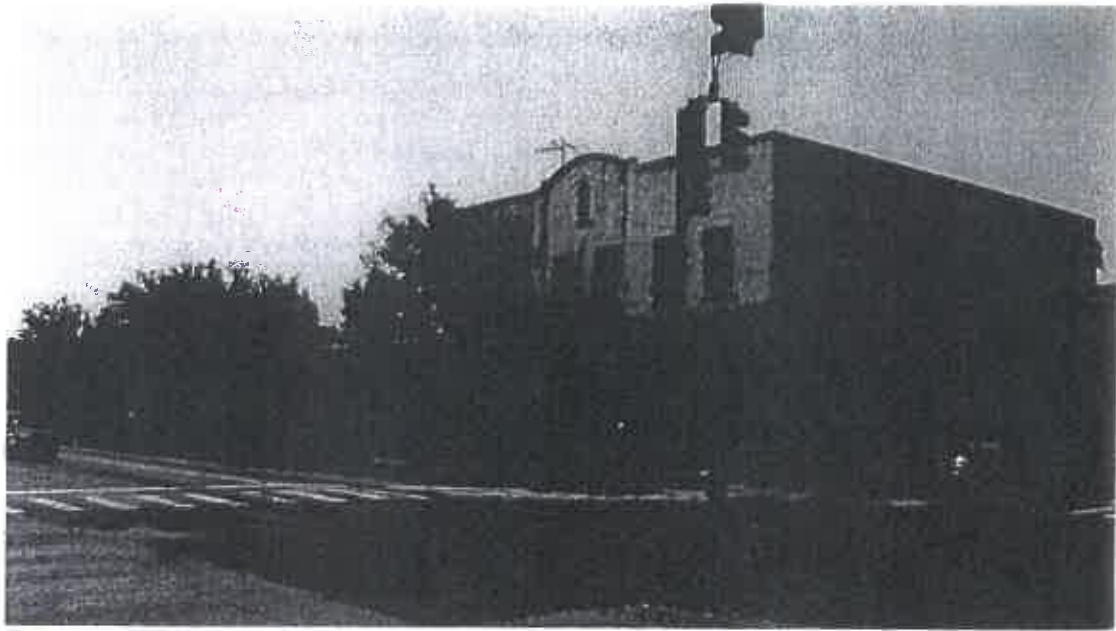


# **GROVELAND REDEVELOPMENT PLAN**



Prepared For The

## **GROVELAND COMMUNITY REDEVELOPMENT AREA**

**CITY OF GROVELAND, FLORIDA**

Developed By:

**LPG Urban and Regional Planners, Inc.**

*In Coordination With The*

**Groveland Community Redevelopment Agency**

**August 18, 2003**

## **Chapter 1 – Executive Summary**

LPG Urban and Regional Planners, Inc. (LPG) in coordination with the Groveland Community Redevelopment Agency (CRA) developed the Groveland Redevelopment Plan. The CRA held monthly public meetings at the City's community building and two evening workshops at the elementary school.

The community redevelopment area extends to approximately 1034 acres. The boundary generally runs from the City limits to the west to Green Valley West in the east, and from Jim Payne Road and Sampey Road in the north to Gadson Street and Cherry Street in the south. Approximately 21% (218 acres) is water or wetlands.

The impetus to create the CRA was from the City of Groveland, City Council. The purpose of creating the CRA was to identify and address blighting conditions and to enable the City to establish a mechanism to finance redevelopment projects through Tax Increment Financing (TIF). The TIF will finance many of the redevelopment projects and programs identified in the Redevelopment Plan.

A number of projects have been identified in the Redevelopment Plan. In order of priority these are:

1. Welcome signs.
2. Address recreation needs.
3. Widen Crittenden Street to provide an alternative to S.R. 19 for truck traffic movements between S.R. 19, S.R. 33 and S.R. 50. Provide sidewalks, street lights and car parking.
4. Develop a Downtown Revitalization Plan.
5. Develop Downtown Architectural Design Guidelines.
6. Develop a sidewalk plan.
7. Provide housing assistance programs.
8. Develop a street light program.
9. Create a Development Incentive Program.

10. Develop a stormwater master plan.

11. Develop a master utility plan.

Further details on these projects are set out in Chapter 6. The redevelopment planning effort "attacks" on several levels and with an area-wide approach. The Redevelopment Plan is expected to be updated on a regular basis, but not to exceed every five years, to take into account changes in priorities, completed projects, and identified future projects. The annual CRA budget, approved by the Community Redevelopment Agency will determine the allocation of funds to the individual projects.

## **Chapter 2 - Background**

### **Introduction**

In 2001, the City of Groveland initiated a study to determine whether there was potential for a Community Redevelopment Agency (CRA) to be established in the City. A "Finding of Necessity" report was published in March 2002 which identified that one or more slum or blighted areas exist within the City.

The Redevelopment Plan is part of the process used to implement the recommendations of a CRA with TIF. (The steps to create the CRA and TIF are mandated by Florida Statutes Chapter 163, Part IR and are listed below.) With the help of the TIF to assist in financing the projects, it acts as a tool to implement some of the recommended projects and programs.

### **Authority to Undertake Community Redevelopment**

This plan has been prepared in accordance with the Community Redevelopment Act of 1969 (Florida Statutes, Part III, Chapter 163). This Act outlines specific required steps for establishing a CRA. A summary of the required steps, in the order they must be completed, are listed below:

1. Provide public notice of proposed action to each taxing authority within the Redevelopment Area (Section 163.346).
2. Make a "Finding of Necessity" and establish the boundaries of the CRA (Section 163.355); adopted by Resolution No. 2002-03-02.
3. Create the Community Redevelopment Agency (Section 163.357); adopted by Ordinance 2002-05-15.
4. Establish a Redevelopment Trust Fund (Section 163.386); adopted by Ordinance 2002-06-20.
5. Develop a Community Redevelopment Plan (Section 163.360); to be adopted by ordinance.

### **Finding of Necessity**

The ability of a county or municipality to utilize the authority granted under the Community Redevelopment Act is predicated upon the adoption of a "Finding of Necessity" by the governing body. This finding must demonstrate that:

- 1) One or more slum or blighted areas, or one or more areas in which there is a shortage of housing affordable to residents of low or moderate income, including the elderly, exist in the county or municipality; and
- 2) The rehabilitation, conservation, or redevelopment, or a combination thereof, of such area or areas, including, if appropriate, the development of housing which residents of low or moderate income, including the elderly, can afford, is necessary in the interest of the public health, safety, morals, or welfare of the residents of such county or municipality.

The finding in Groveland centered on conditions of blight rather than slum. Section 163.340(8) provides the following two definitions for "blighted area":

"Blighted area" means either

- A. An area in which there are a substantial number of deteriorated, or deteriorating structures, in which conditions, as indicated by government-maintained statistics or other studies, are leading to economic distress or endanger life or property, and in which two or more of the following factors are present:
  - (a) Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities;
  - (b) Aggregate assessed values of real property in the area for ad valorem tax purposes have failed to show any appreciable increase over the 5 years prior to the finding of such conditions;

- (c) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
- (d) Unsanitary or unsafe conditions;
- (e) Deterioration of site or other improvements;
- (f) Inadequate and outdated building density patterns;
- (g) Falling lease rates per square foot of office, commercial, or industrial space compared to the remainder of the county or municipality;
- (h) Tax or special assessment delinquency exceeding the fair value of the land;
- (i) Residential and commercial vacancy rates higher in the area than in the remainder of the county or municipality;
- (j) Incidence of crime in the area higher than in the remainder of the county or municipality;
- (k) Fire and emergency medical service calls to the area proportionately higher than in the remainder of the county or municipality;
- (l) A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the county or municipality;
- (m) Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area; or
- (n) Governmentally owned property with adverse environmental conditions caused by a public or private entity.

B. Any area in which at least one of the factors identified in paragraphs (a) through (n) are present and all taxing authorities subject to s. 163.387(2)(a) agree, either by interlocal agreement or agreements with the agency or by resolution, that the area is blighted.

Based upon these definitions, inadequate street layout, faulty lot layout, unsafe and unsanitary conditions, and inadequate public parking facilities were found within the Groveland CRA. Community redevelopment assistance is necessary to remove blighting conditions, encourage economic growth, and improve living conditions.

### **Groveland CRA Boundaries**

The boundary recommended for the Groveland CRA is illustrated in Figure 1. The boundary runs from the City of Groveland City limits to the north and south of S.R. 50 where the City boundary meets the boundary of the City of Mascotte. On the north side of the road it runs eastwards to S.R. 19, north on S.R. 19, and then east to edge of City boundary. The proposed boundary continues east, passing to the south of Hidden Lakes Estate, before extending north-east along the north right-of-way of C.R. 565A to the easternmost extent of Green Valley West. It then follows the City boundary south and east to the City's easternmost point on S.R. 50. The proposed boundary then turns west, following the City boundary to the northern right-of-way of S.R. 50 to the east of its junction with C.R. 565A. It then continues westwards to Beverly Drive, south and west following the City boundary to S.R. 33, then north, east and north up Gadson Street to Hart Street. The proposed boundary then follows property lines westward to the south of the City center, north of Lake David to Mount Pleasant Road. Continuing westwards along the southern boundary of the City boundary, the proposed CRA boundary then turns northwards to Ardmore Road, then west and east to edge of City boundary, abutting the City of Mascotte.

Areas were included within the CRA based upon the overall need for physical redevelopment and revitalization, following research by LPG Urban and Regional Planners to determine the presence of one or more factors contained in the statutory definition of blight. Other areas which are included were necessary to the achievement of the objection to prevent the spread of blighting conditions, specifically, some physically sound areas were included in the CRA based on the need to recognize the existence of functional relationships in the area that produce a sense of neighborhood. The necessity to nurture the growth of existing mutually supportive relationships and linkages was also taken into account.



### **The Community Redevelopment Agency**

The purpose of the agency is to carry out the community redevelopment projects and programs identified in the Redevelopment Plan. The agency was established by the City of Groveland. It comprises seven members. Five of the seven members shall be the City Council of the City of Groveland lawfully serving in that capacity at any time while the Agency remains an active entity. The other two members shall be chosen by the Groveland City Council from members of the public who reside or are engaged in business within the Groveland Community Redevelopment Area.

### **Contents of the Redevelopment Plan as Required by Florida Statutes Chapter 163**

Chapter 163, Part III, Florida Statutes (1997) Sections 163.360, 163.361, and 163.362 provide guidelines for the contents, processing, and making modifications to the Redevelopment Plan.

This Redevelopment Plan has been developed in accordance with these requirements. All public redevelopment activities expressly authorized by the Community Redevelopment Act and funded by tax increment financing must be in accordance with the adopted Community Redevelopment Plan. Like the City of Groveland's Comprehensive Plan, the Community Redevelopment Plan is an evolving document. The Redevelopment Plan will be evaluated and amended on a regular basis, but not to exceed every five years, in order to accurately respond to changing conditions and community objectives.

Florida Statutes Chapter 163.362 states that all redevelopment activities funded by tax increment financing shall be completed within 40 years from the date the governing body approves or amends the redevelopment plan.

## **Chapter 3 – Existing Conditions**

### **General Description**

The Groveland Community Redevelopment Area is centered around the historic core of the City. As such it contains the historic downtown area and older residential areas together with some physically sound areas which were included based on the need to recognize the existence of functional relationships in the area. In addition, the area includes vacant commercial, industrial and residential land around the city center and along the main arterial roads. These area have future growth opportunities to improve the economic health of the total area.

### **Demographics**

The following demographic information is based on the 2000 U.S. Census:

Population:	1,150
Persons Per Household:	2.74
Persons under 21:	415
Persons 22-64:	586
Persons 65 and over:	149
Medium household income:	\$32,017
# of households below \$32,017:	46%
Median Value:	\$74,000
Renter occupied dwelling units:	42%

### **Existing Land Use**

Historically the City, as can be envisioned by its name, was a center for citrus production and surrounded by extensive groves. Partly as a result of this industry, the City has considerable areas of land designated for manufacturing purposes adjacent to S.R.50.

In recent years a number of external influences have resulted in changes to the City and surrounding area. In the citrus industry, a succession of freezes during the 1980s destroyed a number of the citrus groves in the area, leaving land available for alternative uses. Since the late 1980s a new County Industrial Park has been developing some 8 miles to the north, providing new employment opportunities. In addition, development pressures have been extending out from the Orlando area, initially into the U.S. 27 corridor near Clermont, but more recently to other parts of south Lake County. As such, the relatively inexpensive land prices around Groveland, combined with the City's central water and sewer capacity availability, a road network well below capacity and a desire by people seeking to move to a smaller town environment, has led to an increase in new development pressures in the City in recent years. In addition, the development of a new High School on the north-eastern perimeter of the City has encouraged families with children to the area.

The current zoning of the area is illustrated in Table 3-1. This illustrates that commercial land uses account for approximately 13.5% of the total area, industrial 23.7% and residential 46%.

**Table 3-1: Zoning**

<b>Zoning District</b>	<b>Total Acreage</b>	<b>Vacant Land Acreage</b>
AG	57.5	29.1
C-1	114.5	71.7
C-2	24.1	4.5
M-1	245.1	80.8
R-1	163.4	62.1
R-1A	44.7	29.4
R-2	200.4	85.9
R-3	69.9	26.3
R/W	114.7	N/A
Total	1034.3	389.8

### Commercial

Commercial land uses are centered at the core of the CRA and along S.R. 50, consisting of 13.5% of the designated land uses. The types of uses vary including small independent retail units, offices, restaurants, gas stations and auto sales and parts. Currently, approximately 55% is vacant. Very little of the vacant commercial land (6%) is located within the historic downtown area of the city. The majority of the commercial vacant land is located along S.R. 50. Much of this vacant land is comprised of parcels smaller than 10 acres

### Residential

Residential land uses are located around the commercial core of the CRA and account for 46% of the designated land uses. Currently, approximately 42% is vacant. There has however been a reduction in vacant sites over the past year and the City anticipates that there will be a steady build out of sites particularly to the north and east of the city center. Some of the older residential areas offer opportunities for redevelopment. Properties in these older areas tend to be smaller and below today's standards. They comprise a mix of single family and multi-family units with the majority being single storey.

The data from the 2000 Census illustrates the following:

Owner occupied:	58%
Renter occupied:	42%
Vacant housing units:	7%
Built before 1970:	53%

### Industrial

This category accounts for 23.7% of the total land area of the CRA. Currently 77% of this acreage is being utilized for industrial purposes, which provides the CRA with the opportunity for economic development and new job creation. In addition, some of the existing sites are underutilized. The type of industrial uses vary in nature reflecting both traditional industries, such as packaging plants for citrus industry, and truss plants for the new development industry.

#### Public/Institutional Facilities

Approximately 4% of the CRA has an institutional/public use. This includes City facilities such as water/sewer plants, police and fire stations and the elementary school.

#### Recreation/Open Space

The majority of the open space within the CRA comprises undevelopable wetlands. Recreation facilities are limited to play areas within residential areas and part of Lake David Park. The main City recreation area is located outside the CRA.

## **Chapter 4 - Analysis**

The purpose of this chapter is to provide a list of problems, needs, and opportunities identified within the Groveland CRA. These are based on existing conditions found in the CRA and from public comments received at the public workshops held by the Groveland CRA Board. Items on the lists are categorized into the following subheadings to ease review: land use, transportation, urban design, utilities, finance/implementation, marketing and miscellaneous. Projects and programs have been developed to address many of the concerns listed below. Chapter 6 lists the Redevelopment Project and Programs including the project sheets with specific information.

### **Problems**

#### **Land Use**

There are vacant sites in the Downtown area.

There are some commercial properties in need of repair and rehabilitation.

There are some housing units in need of repair and rehabilitation.

There are residential areas with potential for redevelopment, either for housing, commercial development or a mixed development.

There is a need for affordable and/or first time housing.

There is a lack of shopping opportunities and restaurants.

Existing recreation facilities are inadequate.

#### **Transportation**

Crittenden Street is utilized by trucks as an informal bypass. The situation needs to be formalized and would offer relief for the Downtown area.

The area lacks sidewalks and bike lanes.

There is a deficit of off-street parking spaces in the Downtown area.

A lack of stormwater facilities creates flooding in residential streets.

On-street parking in Downtown should be time limited.

Streets need widening.

Better street lighting is needed.

### Urban Design

Existing landscaping in Downtown area requires enhancement.

There are many deteriorated residential and commercial structures; some storefronts need refurbishing.

There is a need for a design theme for the Downtown area.

Street lights need to be upgraded.

### Utilities

Water lines are undersized in some locations.

Central sewer treatment is still not hooked up to 100% of the structures, septic tanks still exist in the area.

There is no provision for re-use water lines for irrigation.

### Finance/Implementation

The funds to pay for all the potential projects will exceed those available in the CRA.

The economic diversity in the CRA is insufficient.

There is a need to create higher paying jobs.

### Miscellaneous

Lack of identity.

General maintenance in Downtown area could be improved.

### **Needs**

#### Land Use

Provide a recreation/community center with activities for all ages.

Investigate potential for recreation facilities with Gray Middle School.

Restore or replace deteriorated housing.

Restore, replace, or find new uses for deteriorated stores.

Encourage development of vacant sites.

Improve shopping opportunities.

Preserve green spaces and environmentally sensitive lands.

Enforce or amend zoning codes to ensure that the character of the area is preserved and enhanced.

#### Transportation

Widen Crittenden Street to provide a route for through traffic between SR 33, SR 50 and SR 19.

Provide sidewalks to schools, recreation facilities, employment and shopping areas.

Improve street lights.

Develop a parking plan for Downtown.

Improve stormwater drainage.

Establish time limit for on-street parking in Downtown area.

#### Urban Design

Create Downtown theme and design guidelines.

#### Utilities

Develop a master utility plan.

Clean up all canals, drains, swamp areas and low land areas which hold water.

Install reuse water lanes with sewer lines.

#### Finance/Implementation

Provide financial help to rehabilitate housing.

Provide assistance for first time buyers, persons on low incomes.

Assist existing businesses; offer incentives for improving storefronts.

Increase economic stimulation through private investment.

Provide incentives to attract new businesses into Groveland.

Develop a structure to guide development and provide continuity for the redevelopment effort.



### Marketing

Expand the employment opportunities, diversify the types of businesses.

Investigate methods of promoting City to higher wage companies and desired shops/restaurants.

### Miscellaneous

Enhance City identity with Welcome Signs.

### **Opportunities**

#### Land Use

Vacant lots throughout the CRA provide opportunities for development.

Industrial, commercial and residential lots throughout the CRA provide opportunities for redevelopment.

#### Transportation

Crittenden Street provides the opportunity to relieve traffic in Downtown and provide car parking for area.

#### Urban Design

The establishment of new architectural design guidelines to enhance the visual character of the Downtown area.

#### Utilities

The provision of water and sewer lines to new developments will make these facilities available to some existing properties which are not currently connected to City services.

#### Finance/Implementation

State and federal grants are available for redevelopment.

Marketing

Press coverage is available and provides opportunity to reach general public.

Miscellaneous

The City Council is motivated to improve the quality of life throughout the City.

A Downtown merchants association is establishing in Groveland and should be encouraged to support the revitalization effort.

## **Chapter 5 - Redevelopment Goals and Objectives**

All projects recommended for the Redevelopment Plan must further the goals and objectives for the City of Groveland CRA. The goals and objectives define the scope and nature of future growth, development, visual character, and physical improvements in the Community Redevelopment Area. The goals and objectives also provide the framework for proposed redevelopment projects and programs.

### **Goals**

- ♦ Ensure the successful implementation of projects and programs in the Redevelopment Plan.
- ♦ Preserve and enhance property values in the Redevelopment Area.
- ♦ Improve the overall quality of life in the Redevelopment Area.
- ♦ Improve the economic viability of the Redevelopment Area.
- ♦ Preserve the character and qualities of the City of Groveland.
- ♦ Improve the appeal of Groveland to residents and visitors of all ages and economic groups.
- ♦ Preserve the natural resources of the CRA area.
- ♦ Provide variety of facilities and services to address all human needs.
- ♦ The Community Redevelopment Agency shall prepare and maintain a Redevelopment Plan containing a list of short and long-range programs and projects.

### **Objectives**

#### **Administration and Finance**

- ♦ Develop an organizational structure for the management and implementation of the Redevelopment Plan.
- ♦ Promote the strengthening and diversification of the economic base of the CRA and the City of Groveland community to stimulate new commercial expansion, employment, and economic growth.

- ♦ Develop financial incentive programs to encourage investment in the CRA by the private sector.
- ♦ Provide incentives to owners to rehabilitate and improve their properties.
- ♦ Encourage participation in established Government programs.
- ♦ Seek alternative funding at all levels for private, public, and partnership redevelopment projects and programs.
- ♦ Keep the Redevelopment Plan up-to-date by evaluating current programs and projects on a regular basis, but not to exceed every five years.

#### Land Use

- ♦ Utilize vacant land, underutilized sites and substandard sites as opportunities for redevelopment.
- ♦ Protect and enhance the visual character of the CRA.
- ♦ Encourage mixed-use and higher density developments abutting the city center.
- ♦ Seek opportunities for additional car parking adjacent to the city center.
- ♦ Ensure compatibility between existing and new uses and structures.
- ♦ Encourage a partnership with the School Board for recreation facilities and activities.

#### Transportation

- ♦ Reduce truck traffic through the City Center by providing alternative routes.
- ♦ Develop a City program to construct sidewalks and bike paths to link schools, recreational areas, employment centers and the Downtown.
- ♦ Improve the layout and integration of streets, sidewalks and bike paths within the CRA and City.
- ♦ Encourage all new development and redevelopment projects to incorporate access and amenities for the pedestrian and cyclist.
- ♦ Develop parking and pedestrian systems that are convenient, safe, and pleasant.

#### Recreation

- ♦ Provide new, and improve existing, recreation facilities in the CRA.

#### Urban Design

- ♦ Improve the overall physical appearance of the CRA.
- ♦ Improve the physical appearance of the Downtown area to reinforce a sense of place and enhance the vitality/viability of the commercial base.
- ♦ Improve the physical appearance of the neighborhoods to convey a strong sense of place and which respects both the heritage and environmental features.

#### Marketing

- ♦ Work with Lake County's EDC to formulate economic development, and redevelopment incentives to encourage economic growth within the CRA.
- ♦ Coordinate with property owners and businesses to propose a strategy to place emphasis on the CRA's availability for development utilizing the assets that are evident in the CRA.

## **Chapter 6 – Redevelopment Projects and Programs**

### **Order of Priority**

The projects and programs of the Redevelopment Plan are designed to solve the underlying problems that have a blighting influence on the Groveland CRA, satisfy basic needs of the general public, or take advantage of opportunities for economic, social or aesthetic improvement. The following projects and programs have been identified as essential projects for revitalizing the City of Groveland and have been developed into detailed project sheets. The list below generally presents the order of priority based on the recommendations of the Groveland CRA Board.

1. Welcome signs.
2. Address recreation needs.
3. Widen Crittenden Street to provide an alternative to S.R. 19 for truck traffic movements between S.R. 19, S.R. 33 and S.R. 50. Provide sidewalks, street lights and car parking.
4. Develop a Downtown Revitalization Plan.
5. Develop Downtown Architectural Design Guidelines.
6. Develop a sidewalk plan.
7. Provide housing assistance programs.
8. Develop a street light program.
9. Create a Development Incentive Program.
10. Develop a stormwater master plan.
11. Develop a master utility plan.

The majority of these projects will be undertaken in phases. Initial phases will comprise the development of plans for future implementation of the projects. As such, for most projects, the preliminary cost estimates only address the initial start-up costs needed to establish the program. Upon adoption of these work programs, detailed costings and schedules will be determined for each component of the plan.

## **GROVELAND REDEVELOPMENT PLAN**

### **PROJECT SHEET NO. 1**

**PROJECT TITLE:** Welcome Signs and Features

**PROJECT BACKGROUND:** The public workshops suggested that the City install "Welcome to Groveland" signs at the main entrances to the City to improve public awareness.

**PROJECT DESCRIPTION:** Design and install new signs in a phased program on SR 50, SR 33 and SR 19. SR 50 westbound to be first priority.

#### **PROJECT OBJECTIVES:**

- ♦ Improve image of City.
- ♦ Reinforces a sense of place.

#### **STEPS REQUIRED TO IMPLEMENT:**

- ♦ Design sign.
- ♦ Obtain estimates/funding.
- ♦ Coordinate with FDOT and Lake County re installation.

#### **PROJECT PARTICIPANTS AND ADMINISTRATION:**

- ♦ CRA -- 75%
- ♦ City Council -- 15%
- ♦ Florida Department of Transportation -- 5%
- ♦ Lake County Public Works -- 5%

#### **PRELIMINARY COSTS:**

Dependant upon design.

#### **TIME FRAME:**

Short term, 1-5 years.

## **GROVELAND REDEVELOPMENT PLAN**

### **PROJECT SHEET NO. 2**

**PROJECT TITLE:** Address Recreational Needs

**PROJECT BACKGROUND:** The public workshops identified the need for additional recreation facilities in the area. The community has stated that they would like a new facility that could provide a multi-purpose use for all age groups and activities. The land area needs to be big enough for a minimum of 6 baseball fields, softball, football/soccer, skatepark, racquetball courts, multi-purpose building, playground, fitness trail, picnic areas, storage facilities, pool and associated parking.

**PROJECT DESCRIPTION:** Establish a Recreation Sub-Committee to investigate potential sites for new facilities, improvements to existing facilities and the opportunity for shared use or using underutilized land at the middle school.

#### **PROJECT OBJECTIVES:**

- ♦ Improve recreation facilities in Groveland CRA.
- ♦ Ensure best and most efficient use of existing facilities.

#### **STEPS REQUIRED TO IMPLEMENT:**

- ♦ Establish Recreation Sub-Committee.
- ♦ Work with City and schools to develop improved facilities.

#### **PROJECT PARTICIPANTS AND ADMINISTRATION:**

- ♦ Recreation Sub-Committee – 80%
- ♦ City Council – 15%
- ♦ School Board/Middle School – 5%

#### **PRELIMINARY COSTS:**

Estimated at \$25,000 - \$30,000 without land.



**TIME FRAME:**

Short term, 1-5 years.

**GROVELAND REDEVELOPMENT PLAN**  
**PROJECT SHEET NO. 3**

**PROJECT TITLE:** Widen Crittenden Road, Add Sidewalks, Lighting and Car Parking

**PROJECT BACKGROUND:** A priority recommendation from workshops was the need to widen Crittenden Road to provide an alternative link from SR 33/SR 50 to SR 19 to reduce traffic in Downtown Area. In association with this, a need was identified for additional parking adjacent to the City Center. Lake County has transportation impact fee funding available for capacity improvements in the area and the City has already requested that this be directed towards improvements to Crittenden Road.

**PROJECT DESCRIPTION:** Develop a comprehensive plan for Crittenden Road to improve access and relieve traffic downtown. The plan should include road widening, sidewalks, street lighting, stormwater drainage, car parking, landscaping and possible junction realignments and trail system. The possibility of additional car parking on north side of Crittenden Road should be investigated.

**PROJECT OBJECTIVES:**

- ♦ Formalize status of road which is currently used by some trucks as informal bypass of Downtown.
- ♦ Relieve traffic on Broad Street and Lake Avenue.
- ♦ Provide additional car parking for Downtown.
- ♦ Improve pedestrian safety in Downtown Area.
- ♦ Improve visual appearance of Crittenden Road.

**STEPS REQUIRED TO IMPLEMENT:**

- ♦ Work with Public Works Lake County to design plan for road improvements and designate impact fees for plan.
- ♦ Investigate possibility of acquiring land north of Crittenden Road for City parking.

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**PROJECT PARTICIPANTS AND ADMINISTRATION:**

- ♦ City Council – 10%
- ♦ CRA – 15%
- ♦ Lake County – 75%
- ♦ Florida Department of Transportation

**PRELIMINARY COSTS:**

Range of \$2,500 - \$3,000 for study.

Construction costs not known at this time.

**TIME FRAME:**

Develop study, short term, 1-5 years

Implement improvements, short to medium term, 1-10 years.

## **GROVELAND REDEVELOPMENT PLAN**

### **PROJECT SHEET NO. 4**

**PROJECT TITLE:** Downtown Revitalization Plan

**PROJECT BACKGROUND:** The public workshops identified a number of concerns/opportunities in respect of the Downtown. The community is seeking to improve the Downtown area through revitalization, redevelopment, shopfront enhancements, improved landscaping and streetlights, improved parking, establishing design standards, encouraging new shops and restaurants, and improvements to general maintenance.

A number of these issues, such as street lighting, car parking and economic incentives have wider implications within the CRA and are also included in other projects. There will be a need for coordination between this plan and those other projects.

**PROJECT DESCRIPTION:** Establish a Downtown Sub-Committee. Develop a revitalization plan to include areas for potential redevelopment, a beautification program, parking provision and economic incentives. Coordinate work with other sub-committees. Hold public workshops during development of plan.

#### **PROJECT OBJECTIVES:**

- ♦ Improve appearance of Downtown.
- ♦ Improve economic viability and vitality of Downtown.

#### **STEPS REQUIRED TO IMPLEMENT:**

- ♦ Establish a Downtown Sub-Committee.
- ♦ Develop revitalization plan.
- ♦ Develop landscape improvements plan.
- ♦ Develop parking plan.
- ♦ Work with Economic Development Sub-Committee to establish incentives program.
- ♦ Coordinate with Crittenden Road improvement plan.

- ♦ Coordinate with Architectural Review Committee.
- ♦ Promote plan and incentives to desired businesses/land owners.

#### **PROJECT PARTICIPANTS AND ADMINISTRATION:**

- ♦ Downtown Sub-Committee – 40%
- ♦ CRA – 25%
- ♦ City Council – 5%
- ♦ Economic Development Sub Committee – 10%
- ♦ Local business/merchants association – 10%
- ♦ Private owners – 10%

#### **PRELIMINARY COSTS:**

Estimated cost is \$15,000 - \$35,000 to develop plans.

#### **TIME FRAME:**

Develop revitalization plan, short term, 1-5 years.

Develop landscape improvements plan, short term, 1-5 years.

Develop parking plan, short term, 1-5 years.

Implement revitalization, landscape improvements and parking plans, short to long term, 1-20 years.

**GROVELAND REDEVELOPMENT PLAN**  
**PROJECT SHEET NO. 5**

**PROJECT TITLE:** Develop Downtown Architectural Design Guidelines

**PROJECT BACKGROUND:** During the public workshops, participants expressed concern about the appearance of the Downtown area and how to improve its appearance. The development of design guidelines for the area will facilitate in improvements both in terms of changes to existing premises and for any new development.

**PROJECT DESCRIPTION:** Develop design guidelines and present them in a booklet form with visuals and text describing the elements that should be addressed in association with alterations to existing property and new development within the Downtown area. Hold public workshops during the adoption of the guidelines to receive comments from the community, including extent of boundary to which guidelines should apply.

Request the City Council to adopt guidelines. Projects for new development/redevelopment should be reviewed by a newly created design review committee which should include members in the development profession. It is suggested that the committee meet when necessary to review projects and make a determination as to whether the project complies with the design guidelines. This recommendation to be forwarded to City Council to assist in their determination of project.

**PROJECT OBJECTIVES:**

- ♦ Improve the visual character of the Downtown area.
- ♦ Reinforce a sense of place.
- ♦ Ensure compatibility between new and existing structures.

**STEPS REQUIRED TO IMPLEMENT:**

- ♦ Develop design guidelines.
- ♦ Adopt and produce design guidelines, incorporating public workshops.
- ♦ Create Architectural Review Committee.

**PROJECT PARTICIPANTS AND ADMINISTRATION:**

- ♦ CRA – 25%
- ♦ Architectural Review Committee – 60%
- ♦ Private sector developers – 15%

**PRELIMINARY COSTS:**

\$2,500 - \$3,000

**TIME FRAME:**

Short term, 1-5 years.

**GROVELAND REDEVELOPMENT PLAN**  
**PROJECT SHEET NO. 6**

**PROJECT TITLE:** Develop a Comprehensive Sidewalk System

**PROJECT BACKGROUND:** The "Finding of Necessity" report noted that relatively few street in the CRA have sidewalks. This criteria was labeled as an "unsafe" condition and assisted in determining that blighted conditions exist in the Groveland CRA. During the public workshops a number of specific streets were identified as priorities for sidewalks.

**PROJECT DESCRIPTION:** Prepare a comprehensive sidewalk plan for the Groveland CRA. The plan will locate and provide a priority rating for sidewalks that are needed on roadways. Priority should be given to streets that access the elementary and middle schools and connect to the city center. Investigate opportunities for grant funding. Coordinate with Lake County Public Works to maximize opportunities in association with any road improvements. Where possible include opportunities for cyclists.

**PROJECT OBJECTIVES:**

- ♦ Provide safe access to schools and city center.
- ♦ Promote alternative modes of transportation.

**STEPS REQUIRED TO IMPLEMENT:**

- ♦ Develop comprehensive sidewalk plan.
- ♦ Identify and secure funding.
- ♦ Include in County and City capital improvement program.

**PROJECT PARTICIPANTS AND ADMINISTRATION:**

- ♦ CRA – 70%
- ♦ City Council – 15%
- ♦ Lake County – 5%
- ♦ Property owners – easements or R-O-W acquisition agreements – 10%



**PRELIMINARY COSTS:**

Estimated at \$3,000 - \$4,000 to develop plan.

**TIME FRAME:**

Develop sidewalk plan, short term, 1-5 years.

Implement sidewalks, short to long term, 1-10 years and beyond.

**GROVELAND REDEVELOPMENT PLAN**  
**PROJECT SHEET NO. 7**

**PROJECT TITLE:** Provide Housing Assistance Programs

**PROJECT BACKGROUND:** The CRA contains approximately 450 households. Some of these homes date from 1939 or earlier, with approximately 53% being constructed before 1970. Therefore, over half the homes in the CRA are greater than 30 years old.

**PROJECT DESCRIPTION:** Set up a sub-committee to prepare a plan to determine housing needs within the Groveland CRA. Develop a survey to gather information and determine the level of interest of property owners in using housing assistance programs. Use this information to establish phased strategies to meet the housing needs. Identify areas for potential redevelopment.

Work with residents, property owners, developers and non-profit organizations to increase awareness of assistance available. Encourage property owners by providing assistance with obtaining financial aid. Investigate purchasing substandard properties as they become available.

**PROJECT OBJECTIVES:**

- ♦ Improve the condition of housing.
- ♦ Provide affordable housing.
- ♦ Improve the visual appearance of residential neighborhoods.
- ♦ Encourage homeowner participation in revitalizing Groveland's older neighborhoods.

**STEPS REQUIRED TO IMPLEMENT:**

- ♦ Set up Housing Sub-Committee.
- ♦ Develop housing needs survey.
- ♦ Develop housing needs plan/program.
- ♦ Provide information to residents.
- ♦ Determine eligibility.

- ♦ Provide help to obtain financial assistance.

**PROJECT PARTICIPANTS AND ADMINISTRATION:**

- ♦ Housing Sub-Committee – 70%
- ♦ CRA – 10%
- ♦ Private Sector – 20%

**PRELIMINARY COSTS:**

- ♦ Survey, \$2,000 - \$3,000
- ♦ Housing Needs Plan/Program set up costs, \$4,000 - \$5,000

**TIME FRAME:**

Survey, short term, 1-5 years.

Develop housing needs program, short term, 1-5 years.

Implement program, short to medium, 1- 10 years

## **GROVELAND REDEVELOPMENT PLAN**

### **PROJECT SHEET NO. 8**

**PROJECT TITLE:** Streetlight Program

**PROJECT BACKGROUND:** A recommendation from the public workshops was to improve streetlights throughout the CRA. It was suggested that a style be chosen to be used throughout the City, with a more decorative style being considered for the Downtown area.

**PROJECT DESCRIPTION:** Initiate a survey to evaluate existing facilities and deficiencies that can be improved over a phased timeframe. Investigate opportunities for improvements in association with other projects such as road improvements and the sidewalk program.

**PROJECT OBJECTIVES:**

- ♦ Provide consistency and improved lighting throughout the CRA.
- ♦ Provide a further element to reinforce sense of place.

**STEPS REQUIRED TO IMPLEMENT:**

- ♦ Develop phased program.

**PROJECT PARTICIPANTS AND ADMINISTRATION:**

- ♦ CRA – 80%
- ♦ City Council – 10%
- ♦ Electric company – 10%

**PRELIMINARY COSTS:**

Estimated at \$1,500 - \$3,000 to develop program.

**TIME FRAME:**

Develop program, short term, 1-5 years.

Implement program, short to long term, 1-15 years.

**GROVELAND REDEVELOPMENT PLAN**  
**PROJECT SHEET NO. 9**

**PROJECT TITLE:** Create a Development Incentive Program

**PROJECT BACKGROUND:** A key element to the success of the economic development of Groveland will be the ability to attract and retain the types of private sector businesses that foster a sense of financial stability and growth. In a competitive market, the ability of Groveland to attract desirable businesses and investment may require incentives which could include mitigating financial obligations. Public workshops identified the need to encourage new businesses with a wage structure greater than minimum pay. The need for a local business/merchants association to be involved was also identified. The development of an incentive program for the Groveland CRA should further the goals established by the plan.

**PROJECT DESCRIPTION:** Create a comprehensive program to provide incentives for new, and existing businesses that are expanding, to encourage them to locate in Groveland. In order to be effective, the development incentive program should consist of two types of incentives: tangible and intangible.

Tangible: Develop a program to mitigate the costs of the impact fees imposed on targeted new businesses. For instance, the CRA could issue grants using TIF revenue, with City Council approval. These grants could be used to mitigate impact fees such as water and sewer if the business employs a certain number of staff above a specific wage rate.

If the grant program is not feasible, the impact fees could be amortized. A loan program could be established between the CRA and the business, whereupon the CRA trust fund would pay the impact fees to the City and the business would reimburse the CRA through the loan.

Other incentives are available for economic development in the area. The Economic Sub-Committee should investigate other funding sources/incentives.

Intangible: An obstacle to redevelopment may be the time and effort involved in the planning/permitting process. A "fast track" process for development could be created to expedite getting the desired business operating.

**PROJECT OBJECTIVES:**

- ♦ Provide mechanisms to attract targeted businesses to locate within the CRA.
- ♦ Increase the tax base of the CRA,

**STEPS REQUIRED TO IMPLEMENT:**

- ♦ Establish Economic Development Sub-Committee.
- ♦ Develop incentive program.
- ♦ Promote availability of incentives to desired target businesses/organizations.

**PROJECT PARTICIPANTS AND ADMINISTRATION:**

- ♦ CRA/Economic Development Sub-Committee – 85%
- ♦ City Council – 5%
- ♦ Business Developers – 5%
- ♦ Local business/merchants association -- 5%

**PRELIMINARY COSTS:**

Estimated at \$2,500 to set up program.

**TIME FRAME:**

Develop incentive program, short term, 1-5 years.

Implement program, short to long term, 1-10 years and beyond.

## **GROVELAND REDEVELOPMENT PLAN**

### **PROJECT SHEET NO. 10**

#### **PROJECT TITLE:** Stormwater Master Plan

**PROJECT BACKGROUND:** The "Finding of Necessity" Report identified the lack of a stormwater drainage system in parts of the CRA. This criteria was labeled as an "unsafe" condition and assisted in determining that blighted conditions exist in the Groveland CRA. The need for stormwater management in particular parts of the CRA was further identified at the workshops and by City staff. The possibility of introducing a stormwater assessment was also suggested.

**PROJECT DESCRIPTION:** Prepare a stormwater master plan for the CRA. The plan will identify areas with particular problems and provide a priority schedule for improvements. Coordination should be undertaken with Lake County to identify opportunities in association with scheduled road improvements. Opportunities for funding through grants/stormwater assessment fee should be investigated.

#### **PROJECT OBJECTIVES:**

- ♦ Ensure the reduction of stormwater flooding in the Groveland CRA.

#### **STEPS REQUIRED TO IMPLEMENT:**

- ♦ Coordinate with City Council on funding for engineering services to prepare plan.
- ♦ Request City Council to consider stormwater assessment to assist in funding of plan and future improvements.

#### **PROJECT PARTICIPANTS AND ADMINISTRATION:**

- ♦ City Council – 10%
- ♦ CRA – 25%
- ♦ Consultants – 65%

**PRELIMINARY COSTS:**

Approximately \$100,000 for study and preparation of master plan. Implementation costs unknown at this time.

**TIME FRAME:**

Develop master plan, short term, 1-5 years.

Implement master plan, short to medium term, 1-10 years.



**GROVELAND REDEVELOPMENT PLAN**  
**PROJECT SHEET NO. 11**

**PROJECT TITLE:** Master Utility Plan

**PROJECT BACKGROUND:** The City of Groveland has over the years improved the utility (central water and sewer) services in the CRA. The current situation in the "Finding of Necessity" report still illustrates some deficiencies exist with some houses still on septic tanks, and water and sewer lines that need upgrading. This criteria was labeled as an "unsafe" condition and assisted in determining that blighted conditions exist in the Groveland CRA. A master plan of the entire area needs to be completed to determine the specific upgrades and their actual cost.

**PROJECT DESCRIPTION:** A master plan to evaluate existing facilities and deficiencies that can be improved over a phased timeframe of 5 years. Replace substandard pipe sizes, connect all homes to central water and sewer and evaluate lift station sizes and required upsizing.

**PROJECT OBJECTIVES:**

- ♦ Replace substandard collection and distribution lines.
- ♦ Upgrade lift stations if needed.
- ♦ Connect all households to central systems.

**STEPS REQUIRED TO IMPLEMENT:**

- ♦ Develop master plan objectives.
- ♦ Analyze and assess water and sewer lines for proper sizes and identify deficiencies.
- ♦ Identify households not connected to central sewer systems.

**PROJECT PARTICIPANTS AND ADMINISTRATION:**

- ♦ CRA – 70%
- ♦ City Council – 15%
- ♦ Community – assist and facilitate – 15%

**PRELIMINARY COSTS:**

Initial plan, including identification of homes not on central sewer system and lines that require upgrading can be undertaken by City staff within existing budgets.

Implementation costs unknown at this time.

**TIME FRAME:**

Develop master plan, short term, 1-5 years.

Implement master plan, short to medium term, 1-10 years.

## **Chapter 7 – Financial Plan**

### **Revenue Projections**

Tax Increment Financing Revenues that are expected to be deposited in the Redevelopment Trust fund are illustrated in Table 7-1 below. The amounts are based on the revenue currently deposited in the trust fund in 2003 and assume an annual increase of 10% on valuations of taxable properties. In addition, an allowance of approximately 5%-6% is included for new construction on vacant land within the CRA. This estimate is believed to be conservative for two reasons. Firstly, there are a number of vacant sites within the CRA which are currently in the early stages of site planning. It is anticipated that development on both these and other vacant sites within the CRA will increase the tax roll of the City over the time period of this redevelopment plan. Secondly, the figures set out below do not include the voluntary donations which developers building on the edge of the City have agreed to donate to the CRA.

**TABLE 7-1: REVENUE PROJECTIONS**

<b>Year</b>	<b>Revenue</b>
2003	\$45,000
2004	\$52,000
2005	\$60,000
2006	\$70,000
2007	\$81,000
2008	\$93,000
2009	\$107,000
2010	\$123,000
2011	\$142,000
2012	\$164,000
2013	\$189,000
2014	\$218,000
2015	\$252,000
2016	\$291,000
2017	\$320,000
2018	\$352,000
2019	\$387,000
2020	\$426,000
2021	\$469,000
2022	\$516,000
2023	\$568,000
<b>Total</b>	<b>\$4,925,000</b>

### **Redevelopment Plan Budget and Project Phasing**

The Redevelopment Projects and Programs described in Chapter 6 that are to receive TIF funds have been programmed for implementation. Two guiding factors were used to program the timing of implementation: priorities established by the Community Redevelopment Agency board and availability of funds. Table 7-2: Proposed Budget illustrates when the projects are programmed for the next 5 years. It is expected however that the Redevelopment Plan will be updated regularly, but not to exceed every 5 years. As progress is made and priorities change, projects are likely to be deleted and new projects created. The table will be amended to reflect these future changes.

The Proposed Budget Table is for planning purposes only and is not a guarantee of expenditure of funds on any given project. Actual project allocations are determined annually through the budget process. This proposed budget is intended to serve as a guide and is not intended to replace the annual budget adopted by the CRA.

Florida Statutes Chapter 163.362 states that all redevelopment activities funded by tax increment financing shall be completed within 40 years from the date the governing body approves the redevelopment plan. The resolution to adopt the Groveland Redevelopment Plan is therefore limited to 40 years. It is recommended that no additional debt or bonding be incurred by the Groveland CRA after 30 years from the adoption date.

### **Redevelopment Plan Administration**

The successful implementation of the Redevelopment Plan will require the coordinated efforts of the Community Redevelopment Agency, CRA sub-committees, the City of Groveland, local citizens, business organizations and private developers. When necessary and appropriate, public workshops will be held to gather public input on a particular project or program. An annual CRA budget will be prepared by the Budget Committee and adopted by the Community Redevelopment Agency.

**TABLE 7-2: PROPOSED BUDGET**

REVENUE	2003/2004	2004/2005	2005/2006	2006/2007	2007/2008
TIF Funds	\$45,000	\$52,000	\$60,000	\$70,000	\$81,000
<b>EXPENDITURE</b>					
Welcome signs	\$15,000				
Recreation	\$2,000	\$2,000	\$20,000*	\$30,000*	\$30,000*
Crittenden Street Widening	\$500	\$1,500	\$1,500	\$1,500	\$1,500
Downtown Revitalization	\$5,000	\$10,000	\$10,000	\$35,000	\$45,000
Downtown Architectural Design Guidelines	\$1,000	\$2,000			
Sidewalk Improvements	\$1,500	\$1,500	\$10,000	\$10,000	\$10,000
Housing Assistance Programs	\$1,500	\$1,500	\$2,000	\$2,000	\$1,000
Streetlight Program	\$1,000	\$1,000	\$7,500	\$7,500	\$7,500
Development Incentive Program	\$1,000	\$1,000	\$1,000	\$1,000	\$1,000
Stormwater Master Plan	\$1,000	\$50,000*	\$50,000*	\$500,000*	\$500,000*
Master Utility Plan	\$750	\$350,000*	\$30,000*	\$30,000*	\$20,000*
Administration	\$10,000	\$10,000	\$15,000	\$15,000	\$20,000
<b>TOTAL</b>	<b>\$40,250</b>	<b>\$430,500</b>	<b>\$147,000</b>	<b>\$632,000</b>	<b>\$636,000</b>

\* Grants via CDGB, LCWA, SJRWMD, DEP, Lake County & others.

City of Cleveland  
Community Redevelopment Area



SCALE 1" = 1/2 mile

